

COMMITTEE ON LEGISLATIVE RESEARCH
OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 3472-01
Bill No.: SJR 31
Subject: Constitutional Amendments; Education, Elementary and Secondary; Higher Education; General Assembly; Political Subdivision; State Employees; Religion
Type: Original
Date: January 21, 2010

Bill Summary: This proposal proposes a constitutional amendment reaffirming a citizen's right to free expression of religion.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND			
FUND AFFECTED	FY 2011	FY 2012	FY 2013
General Revenue	\$0 or (More than \$7,000,000)	\$0	\$0
Total Estimated Net Effect on General Revenue Fund	\$0 or (More than \$7,000,000)	\$0	\$0

ESTIMATED NET EFFECT ON OTHER STATE FUNDS			
FUND AFFECTED	FY 2011	FY 2012	FY 2013
Total Estimated Net Effect on <u>Other</u> State Funds	\$0	\$0	\$0

Numbers within parentheses: () indicate costs or losses.
This fiscal note contains 7 pages.

ESTIMATED NET EFFECT ON FEDERAL FUNDS			
FUND AFFECTED	FY 2011	FY 2012	FY 2013
Total Estimated Net Effect on <u>All</u> Federal Funds	\$0	\$0	\$0

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)			
FUND AFFECTED	FY 2011	FY 2012	FY 2013
Total Estimated Net Effect on FTE	0	0	0

☐ Estimated Total Net Effect on All funds expected to exceed \$100,000 savings or (cost).

☐ Estimated Net Effect on General Revenue Fund expected to exceed \$100,000 (cost).

ESTIMATED NET EFFECT ON LOCAL FUNDS			
FUND AFFECTED	FY 2011	FY 2012	FY 2013
Local Government	\$0	\$0	\$0

FISCAL ANALYSIS

ASSUMPTION

In response to a similar proposal from this year (HJR 62), officials from the **Office of the Secretary of State (SOS)** assumed unless a special election is called for the purpose, Joint Resolutions are submitted to a vote of the people at the next general election. If a special election is called to submit a Joint Resolution to a vote of the people, section 115.063.2 RSMo requires the state to pay the costs. Article III section 52(b) of the Missouri Constitution authorizes the general assembly to order a special election for measures referred to the people and Article XII section 2(b) authorizes the governor to call a special election to submit constitutional amendments to a vote of the people.

The Secretary of State's office is required to pay for publishing in local newspapers the full text of each statewide ballot measure as directed by Article I, Section 26, 27, 28 of the Missouri Constitution and Section 116.230-116.290, RSMo. The Secretary of State's office is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. Funding for this item is adjusted each year depending upon the election cycle with \$1.3 million historically appropriated in odd numbered fiscal years and \$100,000 appropriated in even numbered fiscal years to meet these requirements. The appropriation has historically been an estimated appropriation because the final cost is dependent upon the number of ballot measures approved by the General Assembly and the initiative petitions certified for the ballot. In FY 2009, at the August and November elections, there were 5 statewide Constitutional Amendments or ballot propositions that cost \$1.35 million to publish (an average of \$270,000 per issue). Therefore, the Secretary of State's office assumes, for the purposes of this fiscal note, that it should have the full appropriation authority it needs to meet the publishing requirements. However, because these requirements are mandatory, we reserve the right to request funding to meet the cost of our publishing requirements if the Governor and the General Assembly change the amount or eliminate the estimated nature of our appropriation.

In response to a similar proposal from this year (HJR 62), officials from the **Office of the Attorney General (AGO)** assumed there would be no costs to the AGO from the proposed constitutional amendment unless it is approved by a vote of the people. If the proposal is approved, the AGO assumes the proposal could be the subject of litigation, in which case costs would be unknown, but assumed less than \$100,000.

In response to a similar proposal from 2009 (SJR 12) the AGO assumed the proposal would not fiscally impact their agency. **Oversight** assumes the AGO will not be impacted by the proposal.

ASSUMPTION (continued)

Officials from the **Department of Social Services, Office of the State Courts Administrator, Department of Conservation, State Tax Commission, Office of the State Public Defender, Missouri House of Representatives, Missouri Senate, Department of Revenue, Missouri Gaming Commission, Department of Health and Senior Services, Office of the State Auditor, Department of Agriculture, Office of the State Treasurer, Department of Elementary and Secondary Education, Department of Public Safety, Office of Administration - Administrative Hearing Commission, Joint Committee on Administrative Rules, Missouri Consolidated Health Care Plan, Missouri State Employees Retirement System, and the Joint Committee on Public Employee Retirement** each assume the proposal would not fiscally impact their respective agencies.

In response to a similar proposal from this year (HJR 62), officials from the **Office of Prosecution Services, Office of the Governor, Department of Corrections, Department of Mental Health, Department of Transportation, Department of Economic Development, Missouri Ethics Commission, Department of Natural Resources, and the Office of the Lt. Governor** each assumed the proposal would not fiscally impact their respective agencies.

Oversight has reflected in this fiscal note, the state potentially reimbursing local political subdivisions the cost of having this joint resolution voted on during a special election in fiscal year 2011. This reflects the decision made by the Joint Committee on Legislative Research, that the cost of the elections should be shown in the fiscal note. The next scheduled general election is in November 2010 (FY 2011). It is assumed the subject within this proposal could be on that ballot; however, it could also be on a special election called for by the Governor. Therefore, Oversight will reflect a potential election cost reimbursement to local political subdivisions in FY 2011.

To estimate the expense the state would incur for reimbursing local political subdivisions for a special election, Oversight requested expense estimates from all election authorities for an election. Eighty-six out of the one hundred fifteen election authorities responded to Oversight's request. From these respondents; the total election expense that would have to be reimbursed by the state government is over \$7 million. Therefore, Oversight will reflect a potential cost borne by the state in FY 2011 of over \$7 million for reimbursement to the local political subdivisions. Oversight assumes the Governor could call for a special election to be held prior to November, 2010 regarding this joint resolution; however, if a special election is not called, the subject will be voted on at the general election in November, 2010.

<u>FISCAL IMPACT - State Government</u>	FY 2011 (10 Mo.)	FY 2012	FY 2013
GENERAL REVENUE			
<u>Expense</u> - reimbursement of local political subdivisions for special election costs	\$0 or (More than \$7,000,000)	<u>\$0</u>	<u>\$0</u>
ESTIMATED NET EFFECT TO THE GENERAL REVENUE FUND	\$0 or (More than \$7,000,000)	<u>\$0</u>	<u>\$0</u>

<u>FISCAL IMPACT - Local Government</u>	FY 2011 (10 Mo.)	FY 2012	FY 2013
LOCAL POLITICAL SUBDIVISIONS			
<u>Income</u> - cost reimbursement from the State for special election	\$0 or More than \$7,000,000	\$0	\$0
<u>Expense</u> - cost for special election	\$0 or (More than \$7,000,000)	<u>\$0</u>	<u>\$0</u>
ESTIMATED NET EFFECT TO LOCAL POLITICAL SUBDIVISIONS	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>

FISCAL IMPACT - Small Business

No direct fiscal impact to small businesses would be expected as a result of this proposal.

FISCAL DESCRIPTION

Upon voter approval, this constitutional amendment reaffirms a citizen's right to free expression of religion. The amendment specifies that individuals have the right to individual or group prayer in all private or public areas, as long as such prayer does not disturb the peace, disrupt a public meeting or assembly, or impede public access. Religious expression and prayer on government property is particularly allowed, so long as the expression or prayer abides within the same parameters placed upon any other free speech under similar circumstances.

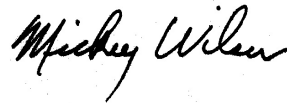
This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Department of Agriculture
Office of the State Courts Administrator
Department of Mental Health
Department of Transportation
Department of Economic Development
Office of the State Treasurer
Department of Health and Senior Services
Department of Revenue
Missouri Ethics Commission
Department of Conservation
Department of Natural Resources
Joint Committee on Administrative Rules
Office of the State Public Defender
State Tax Commission
Office of Administration - Administrative Hearing Commission
Missouri Consolidated Health Care Plan
Office of the State Auditor
Missouri Gaming Commission
Department of Elementary and Secondary Education
Missouri House of Representatives
Office of the Lt. Governor
Department of Public Safety
Office of the Attorney General
Office of the Secretary of State

SOURCES OF INFORMATION (continued)

Department of Social Services
Missouri Senate
Missouri State Employee Retirement System
Joint Committee on Public Retirement
Office of Prosecution Services
Office of the Governor
Department of Corrections

A handwritten signature in black ink that reads "Mickey Wilson". The signature is written in a cursive, flowing style.

Mickey Wilson, CPA
Director
January 21, 2010